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CONTROL OF THE INDUSTRIAL SCHOOLS OF GERMANY

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The direction and government of industrial education in Germany does not come under the jurisdiction of the empire, but is left to the several states. Nevertheless, indirectly, imperial legislation has had a great influence in forwarding industrial education (Lexis, *Das technische Unterrichtswesen*, pp. 17-25).

The main point of this imperial legislation lies in Section 120 of the *Reichsgewerbeordnung*, which provides that the school districts or communes *may* compel boys under the age of eighteen years to attend an industrial or commercial school. The same provision may be made to apply to girls of the same age, if they are engaged in commercial or clerical work. Parents who refuse to send the children are subject to a fine. Attendance upon a guild school or other continuation school will not free the pupil from attending the school established under this law, unless the instruction given has been sanctioned as at least equal in grade and quantity to that in the regular school. Employers are obliged to give workers under eighteen years of age the necessary time to attend such schools.

Most states have additional legislation which is much more comprehensive and mandatory than the above-mentioned *Reichsgewerbeordnung*.

The question, What authority shall control these schools? has been variously answered. The table on the following page shows the departments that now control in the states named.

We see that the three states, Prussia, Saxony, and Hessen, have a dual school organization, that is, the public schools are under a different state department from the ones indicated in the table.

¹ In view of the discussions which are going on in the United States of the methods of organizing industrial education Mr. Roman's discussion is very timely. Professor Roman is an economist and sociologist and recently completed at the University of Berlin an exhaustive study of German industrial schools.—EDITOR.

The other three, Bavaria, Württemberg, and Baden, have put the trade schools in charge of the state department of education, which also controls the public schools.

State	Department of the State	Division of This Department	Local Control
Prussia.....	Ministry of Commerce and Industry	Permanent Commission of Industrial Education	Trade-school director
Bavaria.....	Ministry of Schools and Churches	Directors of the higher schools and district-school inspectors
Saxony.....	Ministry of Interior	Trade-school inspector
Württemberg.....	Ministry of Education	Commission of Industrial Education
Baden.....	Ministry of Education	Trade-school supervisor	Trade-school inspector
Hessen.....	Ministry of Interior	Trade Bureau	Trade-school inspector

In Württemberg, the commission which has local control of the industrial schools must always have the director of the public schools as one of its members, and that means that he practically controls both trade and public schools. As director of the public schools, he has a life-position, and consequently a permanent place on the trade-school commission.

In Baden, the arrangement is very much the same.

In Bavaria, the director of the high schools and the district-school inspector have direct charge of the industrial schools. This accounts for the fact that Dr. Kerschensteiner has been able to bring Munich to the front in trade-school development. Being in charge of both the public schools and the trade schools, he has been able to do a great deal in the public school which prepares the pupils for their future trade-school work. There has been no time wasted in having two types of schools fighting each other.

So far as any one city comes into consideration, Munich leads all Germany in its trade-school development, both in efficiency and

in the number of boys and girls reached by the system. Munich is a great argument for a united school system!

So far as whole states come into consideration, Würtemberg and Baden lead. They were the first to develop such schools, and are still leading in efficiency of organization, number of boys and girls in attendance per capita population, and also in amount of money spent. It seemed to me the Germans were quite unanimous in this conclusion. This again is due in no small degree to the united action for which the school organization provides.

In Prussia, we find a unique situation which must be changed before decided advancement can be made in further trade-school development. The Ministry for Schools and Churches which controls the public schools is always headed by a theologian, that is, a man who has gone through a theological seminary, and has had long experience as pastor and officer in church circles. For this reason the public-school system is very conservative in all that it teaches. Religion as a study in the curriculum is strictly insisted upon for one hour per day throughout the school course.

In 1884 the industrial schools of Prussia were transferred from the Ministry of Schools and Churches to the Ministry of Commerce and Industry. This move represented one of Bismarck's successful efforts to get something completely out of the hands of the clergy, with whom he usually quarreled. Industrial education has made some great strides since the establishment of the dual organization, but only in so far as it has been possible to develop under the legislation which was in force at the time of separation. The dropping of religion from the curriculum, and the emphasizing of the practical rather than the "bookish" studies offended the clerical party. This, in turn, has resulted in a constant warfare between the two factions ever since. Up to the present time Prussia has not been able to get legislation making industrial education compulsory except for the provinces of West Prussia and Posen. The two parties cannot agree on the question of religion. Both parties want to make attendance compulsory from the ages of fourteen to seventeen. The clerical party wants a guaranty that one hour per week shall be given over to their hands for religious instruction. The other party claims that religious teaching has

no place in a trade school. As it is now, only the districts or communes can make attendance compulsory. The result is that for the most part Prussia has only voluntary trade-school attendance.

Is it desirable to have the dual organization which now exists in Prussia? Does specialization of work and aims justify a separate trade school board? Herr Director Haese of the Charlottenburg-Berlin trade schools, and Herr Director Haumann of the Berlin trade schools gave answers to these questions, which may be considered typical of the opinion of numbers of teachers whom I interviewed.

Under normal conditions a dual organization would not be the best. However, for Prussia, both men favored the separation, but both made it quite clear that they favored separation only because it keeps them out of the control of the clergy and makes it possible to use the hour formerly devoted to religion to some trade or literary study. By continuing the fight long enough, they hope to get compulsory trade education for Prussia without being dominated by the influence of the clergy.

Both stated emphatically that as far as trade-school efficiency itself is concerned, it would be better to have but one board of control. Two public-school systems in the same city create jealousy. This divides the interests of the people, since much energy which ought to be used constructively is constantly being wasted in dealing with controversial matters. A dual organization tends to create a feeling of class division in society, thus undermining democracy. There is a lack of co-operation between the schools while a united system could do much in the grades toward paving the way for trade schools. Teachers in the public schools which are under the control of the clergy, and teachers in the trade schools which are under domination hostile to the clergy, find themselves in a relation which makes co-operation difficult or impossible. If there were only one organization, the same plant could be utilized to much better advantage. A certain amount of the trade-school work must necessarily be done in the evening, the day-school teachers must be employed to some extent, because it is not always possible to get two full corps of teachers. This renders it necessary

for the trade-school board to make terms with the day-school board. There is always more or less trouble growing out of these arrangements. The day-school teachers who teach in the evening trade schools are under two boards and this proves to be a constant source of trouble. The present type of organization is unnecessarily expensive, because there are duplications in the work as well as in equipment. Even the officers have to be duplicated. Thus there are two directors' salaries to be paid. One such officer could often do the work more efficiently for the community than it is being done by two directors.